UNITED STATES ENVIRONMENTAL PROTECTION AGENCY
REGION IX
75 Hawthorne Street
San Francisco, CA 94105

November XX, 2013

EPA Conditional Approval for Risk-Based PCB Cleanup under the Toxic Substances Control Act, 40 C.F.R. § 761.61(c) at Former Southwest Marine Property, Terminal Island, CA

A. Introduction

The U.S. Environmental Protection Agency Region 9 ("EPA") received the "Export Notification of Soils Containing Polychlorinated Biphenyls" ("Notification"). The Notification was prepared by The Source Group, Inc. ("SGI") for the City of Los Angeles Harbor Department ("Port of LA"). The Notification provides information regarding existing site characterization data, past and planned site usage, proposed soil removal, and proposed confirmation sampling and reporting at the Former Southwest Marine Facility located at 985 Seaside Avenue, Terminal Island, California ("Site"). The Notification does not denote "export" of PCBs. In this instance, that term refers to removal and transportation of PCB waste to an off-site facility.

EPA hereby approves with conditions the cleanup actions described in the Notification, effective on the date of this enclosure. This Approval is issued under the Toxic Substances Control Act ("TSCA") regulatory requirements for a risk-based cleanup of PCBs under 40 C.F.R. § 761.61(c); EPA considers the Notification to be the 'Application' that is required in this section of the TSCA regulations. Section C of this document contains the conditions of approval.

B. Site Background

1. Former Land Use and Possible Sources of PCB Contamination

The Site is located on Terminal Island, CA and is owned by the Port of LA. Tenants over the years have included Southwest Marine which operated ship repair, retrofit, and demolition operations, Southwest Shipbuilding and Dry Dock Company, and Bethlehem Steel Company. The Site was also a significant contributor to the naval war effort for World Wars I and II, the Korean War, and the Vietnam War. Currently, the Site is unoccupied except for one part of the site which is used by SoCal Ship Services.

The Site has been subdivided into 4 parcels. Parcel 1 is in the Southeastern portion of the site and contains several buildings formerly used for a variety of industrial applications. Parcel 2 is in the Southwestern portion of the site and next to the harbor's Main Channel. Parcel 3 is located north of Parcels 1 and 2, and is further divided into Parcels 3A and 3B. Parcel 3B is currently being used by SoCal Ship Services. Parcel 3A was used for ship deconstruction operations. Parcels 1-3 encompass approximately 27 acres of land which were used for ship repair, ship demolition, machining, sandblasting and painting, woodwork, pipefitting and other related ship support activities. Parcel 4 is the former dry-dock area of the site, and is now being used as a near-shore confined disposal facility.

While exact sources for the PCB contamination are unknown, potential sources include –PCB-containing oils used in ship transformers or other ship equipment.. PCBs have been found in soil and Aroclors 1248, 1254, and 1260 are the predominant Aroclors detected at the Site. Groundwater sampling has shown that PCBs are not present in groundwater.

In characterization sampling to date, PCBs have been found on Parcels 2, 3A, and 3B. Those parcels are hereby defined as the "Cleanup Site."

The removal of PCB contamination in soil at the Cleanup Site is proposed to be conducted in two distinct phases: (1) an initial interim soil removal action associated with the proposed redevelopment of the western part of Parcel 2 and southern and western part of Parcel 3, and (2) a later phase of PCB contamination removal associated with a future Site Remedial Action Plan (RAP). The interim soil removal action, for which a Removal Action Workplan (RAW) was prepared, has been approved by California's Department of Toxic Substances Control ("DTSC"). Figure 1 presents the area of the interim soil removal action.

After completion of the interim soil removal action, the remaining areas to be remediated will include the eastern part of Parcel 2, the easternmost part of Parcel 3 and the northern part of Parcel 3, including Parcel 3 B and the northern part of Parcel 3A. No PCBs have been found to date in Parcel 1 or 4 (a waterside parcel) and thus no PCB removal in these portions of the site is planned. The second soil removal phase will not commence until a Site RAP has been submitted and approved by the DTSC.

2. Future Land Use

The Terminal Island Land Use Plan and the framework for the Port Master Plan, as they pertain to the former Southwest Marine property, are still in development. However, the future long-term use of the Site is expected to remain commercial/industrial for maritime support and/or terminal development.

3. Summary of Work to Date

The following bullet points summarize the remediation activities to date that have been accomplished by the Port of LA/SGI at the Cleanup Site prior to EPA's involvement:

- Site-wide soil sampling
- Groundwater sampling and monitoring
- Engineering and institutional controls implemented on Parcel 3B

C. EPA Conditions of Approval

This conditional approval does not relieve the owner, the City of Los Angeles Harbor Department, and supporting company The Source Group, Inc., from complying with all other applicable federal, state, and local regulations and permits. Departure from the approval

conditions without prior written permission from EPA may result in the commencement of proceedings to revoke this approval, and /or an enforcement action. Nothing in this approval bars EPA from imposing penalties for violations of this approval or for violations of other applicable TSCA PCB requirements or for activities not covered under this approval.

This approval only applies to the Former Southwest Marine Property which is the subject of this approval. EPA reserves the right to require additional characterization and / or cleanup of PCBs at the Site if new information during additional Site characterization, cleanup verification, and / or during future post-cleanup activities (e.g., redevelopment and post redevelopment) at the property shows that PCBs remain at the Site above the approved PCB cleanup level. In addition, EPA may require cleanup in areas immediately adjacent to the Site if those areas are found to be impacted by PCBs from the Site.

EPA is hereby approving the Notification as modified by these conditions established below. The Port of LA/SGI must implement the Notification as modified by these conditions.

Conditions of Approval and Additional Comments

Other Contaminants. Remediation of other contaminants such as metals and total petroleum hydrocarbons (TPH) are not covered by this Approval. The DTSC has the regulatory lead for these contaminants.

Disposal of PCB Remediation Waste. All soils contaminated with PCBs above the cleanup level of 0.55 ppm shall be excavated and disposed of as PCB remediation waste, in accordance with the requirements in 40 C.F.R. § 761.61(a)(5). Appropriate disposal facilities shall be determined based on in-situ concentrations of PCBs in soil. Soil sampling to determine the appropriate disposal option shall be conducted before excavation or other disturbance of the soil.

Comment: The Port of LA/SGI propose to stockpile soils onsite with <50 ppm PCBs after excavation but prior to offsite disposal. Port of LA/SGI has also proposed sampling of the stockpiled soils for the purpose of determining the appropriate disposal method. Although those excavated soils may be stockpiled after excavation prior to disposal with proper controls, sampling of soil PCBs must be conducted before excavation in order to comply with TSCA's antidilution requirements in 40 C.F.R. § 761.1(b)(5). Based on the Site data set submitted to EPA, the existing data set collected from in-situ, as-found samples, constitute an acceptable pre-excavation dataset. Excavation sidewall and bottom confirmatory samples will be used to further augment the characterization of the Site and shall be used either to guide additional soil removal, as necessary, or to demonstrate that PCBs have been effectively removed from Site soils. The Port of LA/SGI must also comply with any requirements established by DTSC in sampling stockpiles for metals and TPH.

Cleanup level. EPA accepts the proposed risk-based cleanup level for PCBs in soil of 0.55 ppm.

Comment: Each cleanup verification sample must meet the cleanup level.

Institutional Controls. Since the target cleanup level for PCBs does not meet EPA's Region 9's Regional Screening Level (RSL) of 0.22 ppm for unrestricted use, the Port of LA/SGI must implement institutional controls for that area that would prevent exposure to contaminated soils. EPA will work with the Port of LA/SGI in the future to incorporate appropriate institutional controls at the Cleanup Site.

Regrading. Characterization sampling, excavation of contaminated soils, and cleanup verification sampling activities for each phase of soil removal must be concluded before any regrading occurs in each soil removal area.

Comment: In Section 4.1 of the Removal Action Workplan, dated May 13, 2013, the Port of LA/SGI propose grading at the Site in order to control drainage. For each phase of soil removal, ~~No~~ no grading of the Cleanup Site may occur until EPA has approved completion of PCB cleanup activities.

Equipment Decontamination. The Port of LA/SGI must decontaminate non-disposable sampling tools and equipment, as well as movable equipment in accordance with 40 C.F.R. § 761.79(c)(2). This decontamination must be conducted each time samples are collected to prevent cross-contamination. Decontamination residues must be disposed of at their original concentration in accordance with the requirements in 40 C.F.R. § 761.79(g). Recordkeeping of the decontamination events must be maintained in accordance with the requirements in 40 C.F.R. § 761.79(f)(2). These procedures must be implemented in a manner that is protective of human health and the environment consistent with the requirements in 40 C.F.R. § 761.79(e).

Comment: In Section 5.3 of the Sampling and Analysis Plan dated May 3, 2013, the Port of LA/SGI propose a decontamination procedure that uses a detergent wash and double rinse. This procedure does not adhere to the self implementing decontamination methods in 40 C.F.R. § 761.79(c)(2), which requires the use of a solvent in which PCBs are at least 5% soluble. EPA can work with the Port of LA/SGI to identify an appropriate solvent.

Approved decontamination procedures in 40 C.F.R. § 761.79(c)(2) include swabbing of surfaces with a solvent or using a double wash/rinse method. Although alternate decontamination methods may also be considered, such proposals would require that a separate application and pilot study (under 40 C.F.R. § 761.79(h)) be submitted to EPA for review and approval.

Stockpiling. PCB contaminated soils below 50 ppm may be stored onsite for up to 90 days subject to the following requirements:

- The waste is placed in a pile designed and operated to control dispersal of the waste by wind by means other than wetting.
- The waste must not generate leachate through decomposition or other reactions.
- The storage area must have:
    - A liner that is designed, constructed, and installed to prevent any migration of wastes off or through the liner into the adjacent subsurface soil, ground water or

surface water at any time during the active life of the storage area. The liner must be:

- Constructed of materials that have appropriate chemical properties and sufficient strength and thickness to prevent failure due to pressure gradients (including static head and external hydrogeologic forces), physical contact with the waste or leachate to which they are exposed, climatic conditions, the stress of installation, and the stress of daily operation.
- Placed upon a foundation or base capable of providing support to the liner and resistance to pressure gradients above and below the liner to prevent failure of the liner due to settlement, compression, or uplift.
- Installed to cover all surrounding earth likely to be in contact with the waste.

- A cover is installed to cover all of the stored waste likely to be contacted with precipitation, and is secured so as not to be functionally disabled by winds expected under normal seasonal meteorological conditions at the storage area.
- A run-on control system designed, constructed, operated, and maintained such that:
  - It prevents flow onto the stored waste during peak discharge from at least a 25-year storm.
  - It collects and controls at least the water volume resulting from a 24-hour, 25-year storm. Collection and holding facilities (e.g., tanks or basins) must be emptied or otherwise managed expeditiously after storms to maintain design capacity of the system.

Stormwater management. The Port of LA/SGI shall implement Best Management Practices to prevent the migration of contaminated soils into the adjacent Main Channel.

Comment: EPA understands that the Port of LA/SGI will be working with the Regional Water Quality Control Board to develop and implement a Storm Water Pollution Prevention Plan (SWPPP) and associated Best Management Practices prior to the start of remediation activities.

Parcel 3B. The Port of LA/SGI shall work with EPA to implement engineering and institutional controls on Parcel 3B of the Site.

Comment: In the Notification, the Port of LA/SGI have noted that 'Parcel 3B is not included in the proposed soil removal action and risk management decisions will be made upon its redevelopment.' Although PCB concentrations have been found above the cleanup level of 0.55 ppm, risk to current receptors can be mitigated, as described in the Notification, using 'institutional and engineering controls.'

Sampling Data presentation. In the post-remediation report, the Port of LA/SGI must provide a figure that depicts the total extent of the completed excavations, as well as all samples that remain in place and the accompanying analytical results. In addition, survey or GPS coordinates

for cleanup verification samples must be recorded and included in data summaries to be submitted to EPA.

Additional sampling coverage. Port of LA/SGI will be required to conduct additional characterization sampling in specific areas of the Cleanup Site, if post-excavation confirmation samples indicate the presence of soils containing concentrations of PCBs in excess of the cleanup level (0.55 mg/kg).

Comment: EPA will work with the Port of LA/SGI to identify these areas for additional characterization. This sampling will take into account the proposed confirmation sample results and may be done concurrent with remedial excavations.